Senate File 2410 - Reprinted

SENATE FILE BY COMMITTEE ON GOVERNMENT OVERSIGHT

(SUCCESSOR TO SSB 3271)

Passed	Senate,	Date	Passed	l House,	Date	
Vote:	Ayes	Nays	Vote:	Ayes	Nays	
	Αp	proved				

A BILL FOR

1 An Act relating to government accountability and concerning service contract requirements, contractual requirements for certain entities receiving public moneys, requirements for joint agreements involving governmental entities, additional review by the auditor of state, the authority of the citizens' 4 5 6 aide, employment rights of employees making a disclosure of information, and the authority of the legislative oversight 8 committee, and including an implementation provision and making penalties applicable.

10 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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DIVISION I GOVERNMENT ACCOUNTABILITY

Section 1. <u>NEW SECTION</u>. 8F.1 PURPOSE. This chapter is intended to create mechanisms to most 5 effectively and efficiently monitor the utilization of public 6 moneys by providing the greatest possible accountability for 7 the expenditure of public moneys.

Sec. 2. <u>NEW SECTION</u>. 8F.2 DEFINITIONS. As used in this chapter, unless the context otherwise 10 requires:

1 11 1. "Agency" means a unit of state government, which is an 1 12 authority, board, commission, committee, council, department, 1 13 examining board, or independent agency as defined in section 1 14 7E.4, including but not limited to each principal central 15 department enumerated in section 7E.5. However, "agency" does 1 16 not mean the Iowa public employees' retirement system created 1 17 under chapter 97B, the public broadcasting division of the 18 department of education created under section 256.81, the 19 statewide fire and police retirement system created under 1 20 chapter 411, or an agricultural commodity promotion board

1 21 subject to a producer referendum.
1 22 2. "Compensation" means payment of, or agreement to pay,
1 23 any money, thing of value, or financial benefit conferred in 24 return for labor or services rendered by an officer, employee, 25 or other person plus the value of benefits including but not 26 limited to casualty, disability, life, or health insurance, 1 27 other health or wellness benefits, vacations, holidays, and 28 sick leave, severance payments, retirement benefits, and 29 deferred compensation.

"Intergovernmental entity" means any separate 1 30 31 organization established in accordance with chapter 28E or 32 established by any other agreement between an agency and any 33 other governmental entity, whether federal, state, or local, 34 and any department, division, unit or subdivision thereof. 35 "Intergovernmental entity" does not include an organization established or agreement made in accordance with chapter 28E

2 between state agencies. "Oversight agency" means an agency that contracts with 4. 4 and disburses state or federal moneys to a recipient entity.

5. "Private agency" means an individual or any form of 6 business organization, including a nonprofit organization, 7 authorized under the laws of this state or any other state or 8 under the laws of any foreign jurisdiction.

6. "Recipient entity" means an intergovernmental entity or 10 a private agency that enters into a service contract with an

oversight agency to provide services which will be paid for

2 12 with local governmental, state, or federal moneys.
2 13 7. "Service" or "services" means work performed for an

- 2 14 oversight agency or for its client. 2 15 8. a. "Service contract" means a contract for a service 2 16 or services when the predominant factor, thrust, and purpose 2 17 of the contract as reasonably stated is for the provision of 18 services. When there is a contract for goods and services and 19 the predominant factor, thrust, and purpose of the contract as 20 reasonably stated is for the provision or rendering of 21 services with goods incidentally involved, a service contract 22 exists. "Service contract" includes grants when the 22 exists. 23 predominant factor, thrust, and purpose of the contract 24 formalizing the grant is for the provision of services. For 25 purposes of this chapter, a service contract only exists when 26 an individual service contract or a series of service 27 contracts entered into between an oversight agency and a 28 recipient entity exceeds five hundred thousand dollars or when 29 the grant or contract together with other grants or contracts 30 awarded to the recipient entity by the oversight agency during 31 the oversight agency's fiscal year exceeds five hundred 32 thousand dollars in the aggregate.
 - "Service contract" does not mean any of the following: (1) A contract that involves services related to

35 transportation or the construction, reconstruction, improvement, repair, or maintenance of the transportation

2 system.

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- A contract concerning the public safety peace (2) officers' retirement system created under chapter 97A, the 5 judicial retirement system governed by chapter 602, article 9 or the deferred compensation plan established by the executive council pursuant to section 509A.12.
- (3) A contract for services provided for the operation, 9 construction, or maintenance of a public utility, combined 10 public utility, or a city enterprise as defined by section 11 384.24.
- A contract for dual party relay service required by (4)13 section 477C.3 or for the equipment distribution program 3 14 established under the authority of section 477C.4.
 - (5) A contract for services provided from resources made 16 available under Title XVIII, XIX, or XXI of the federal Social Security Act.
 - (6) A contract for a court=appointed attorney.
 - (7) A contract with a federally insured financial 20 institution that is subject to mandatory periodic examinations 21 by a state or federal regulator.
 - (8) Any allocation of state or federal moneys by the 23 department of education to subrecipients on a formula or 24 noncompetitive basis.
 - A contract for services provided by a person subject to regulation under Title XIII of the Code. (10) A contract for vendor services.

- (11)A contract concerning an entity that has contracted 29 with the state and is licensed and regulated by the insurance 30 division of the department of commerce.
- (12)A contract with outside counsel or special counsel 32 executed by the executive council pursuant to section 13.3 or 33 13.7.
- (13)A contract that is subject to competitive bidding for 35 the construction, reconstruction, improvement, or repair of a public building or public improvement.
- "Vendor services" means services or goods provided by a vendor that are required for the conduct of a state or federal 4 program for an organization's own use or for the use of 5 beneficiaries of the state or federal program and which are 6 ancillary to the operation of the state or federal program under a service contract and not otherwise subject to 8 compliance requirements of the state or federal program.
 9 purposes of this subsection, "vendor" means a dealer, 10 distributor, merchant, or other seller which provides goods 11 and services within normal business operations, provides 12 similar goods or services to many different purchasers, and 4 13 operates in a competitive environment.
- Sec. 3. NEW SECTION. 8F.3 CONTRACTUAL REQUIREMENTS. 1. As a condition of entering into a service contract with 16 an oversight agency, a recipient entity shall certify that the 17 recipient has the following information available for 18 inspection by the oversight agency and the legislative 4 19 services agency:
- a. Information documenting the legal status of the 4 21 recipient entity, such as agreements establishing the entity

4 22 pursuant to chapter 28E or other intergovernmental agreements, 4 23 articles of incorporation, bylaws, or any other information 4 24 related to the establishment or status of the entity. 4 25 addition, the information shall indicate whether the recipient 4 26 entity is exempt from federal income taxes under section 27 501(c), of the Internal Revenue Code.

28 b. Information regarding the training and education 29 received by the members of the governing body of the recipient 30 entity relating to the duties and legal responsibilities of 4 31 the governing body.

Information regarding the procedures used by the governing body of the recipient entity to do all of the 34 following:

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(1)Review the performance of management employees and establish the compensation of those employees.

(2) Review the recipient entity's internal controls relating to accounting processes and procedures.

Review the recipient entity's compliance with the laws, rules, regulations, and contractual agreements applicable to its operations.

(4)Information regarding adopted ethical and professional standards of operation for the governing body and employees of the recipient entity and information concerning the 10 implementation of these standards and the training of 11 employees and members of the governing body on the standards. 12 The standards shall include but not be limited to a nepotism 13 policy which shall provide, at a minimum, for disclosure of 14 familial relationships among employees and between employees 5 15 and members of the governing body, policies regarding 5 16 conflicts of interest, standards of responsibility and

17 obedience to law, fairness, and honesty.
18 d. Information regarding any policies adopted by the 19 governing body of the recipient entity that prohibit taking 20 adverse employment action against employees of the recipient entity who disclose information about a service contract to 22 the oversight agency, the auditor of state, or the office of 23 citizens' aide and that state whether those policies are 24 substantially similar to the protection provided to state 25 employees under section 70A.28. The information provided 26 shall state whether employees of the recipient entity are 27 informed on a regular basis of their rights to disclose 28 information to the oversight agency, the office of citizens' 29 aide, the auditor of state, or the office of the attorney 30 general and the telephone numbers of those organizations.

31 2. The certification required by this section shall be 32 signed by an officer and director of the recipient entity, two 33 directors of the recipient entity, or the sole proprietor of 34 the recipient entity, whichever is applicable, and shall state 35 that the recipient entity is in full compliance with all laws, rules, regulations, and contractual agreements applicable to the recipient entity and the requirements of this chapter.

Prior to entering into a service contract with a 4 recipient entity, the oversight agency shall determine whether 5 the recipient entity can reasonably be expected to comply with the requirements of the service contract. If the oversight entity is unable to determine whether the recipient entity can 8 reasonably be expected to comply with the requirements of the 9 service contract, the oversight entity shall request such 10 information from the recipient entity as described in 11 subsection 1 to make a determination. If the oversight agency 12 determines from the information provided that the recipient 13 entity cannot reasonably be expected to comply with the 6 14 requirements of the service contract, the oversight agency 15 shall not enter into the service contract.

Sec. 4. NEW SECTION. 8F.4 REPORTING REQUIREMENTS.

1. a. As a condition of continuing to receive state or 18 federal moneys through an oversight agency for a service 19 contract, a recipient entity shall file an annual report with 20 the oversight agency and with the legislative services agency 21 within ten months following the end of the recipient entity's 22 fiscal year.

However, the annual report shall not be required to be 24 filed under any of the following circumstances:

(1)The recipient entity reports information otherwise 26 required to be included in an annual report described in 27 subsection 2 to the oversight agency pursuant to federal or 28 state statutes or rules. The information otherwise required 29 to be reported to the oversight agency shall be filed with the 30 legislative services agency.

(2) The recipient entity is recognized by the Internal 32 Revenue Code as a nonprofit organization or entity and

6 33 provides a copy of the internal revenue service form 990 for 6 34 all fiscal years in which service contract revenues are 6 35 reported.

2. The annual report required to be filed pursuant to this

section shall contain the following:

a. Financial information relative to the expenditure of 4 state and federal moneys for the prior year pursuant to the 5 service contract. The financial information shall include but is not limited to budget and actual revenue and expenditure information for the year covered.

b. Financial information relating to service contracts with the oversight agency during the preceding year, including 7 10 the costs by category to provide the contracted services.

- 11 c. Reportable conditions in internal control or material 12 noncompliance with provisions of laws, rules, regulations, or 7 13 contractual agreements included in external audit reports of 14 the recipient entity covering the preceding year.
- Corrective action taken or planned by the recipient 7 16 entity in response to reportable conditions in internal 7 17 control or material noncompliance with laws, rules, 18 regulations, or contractual agreements included in external 7 19 audit reports covering the preceding year.

e. Any changes in the information submitted in accordance

7 20 21 with section 8F.3.

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- f. A certification signed by an officer and director of 23 the recipient entity, two directors of the recipient entity, 24 or the sole proprietor of the recipient entity, whichever is 25 applicable, stating the annual report is accurate and the 26 recipient entity is in full compliance with all laws, rules, 27 regulations, and contractual agreements applicable to the 28 recipient entity and the requirements of this chapter.
- 3. A recipient entity shall be required to submit such 30 information as requested by the oversight agency or the 31 legislative services agency relating to the entity's 32 expenditure of state and federal moneys.

Sec. 5. <u>NEW SECTION</u>. 8F.5 ENFORCEMENT. Any service contract awarded to a recipient entity shall 35 provide that the oversight agency may terminate the service 1 contract if the recipient entity, during the duration of the 2 contract, fails to comply with the requirements of this 3 chapter. In addition, the service contract shall provide a 4 mechanism for the forfeiture and recovery of state or federal 5 funds expended by a recipient entity in violation of the laws 6 applicable to the expenditure of the money or the requirements of the service contract and this chapter. Sec. 6. Section 8E.208, Code 2005, is amended by adding

9 the following new unnumbered paragraph:

NEW UNNUMBERED PARAGRAPH. Performance measurement is 11 essential to ensuring adequate accountability over public 8 12 resources and the exchange of public resources for desirable 8 13 and acceptable public benefits. Performance measurement must 8 14 include an assessment of whether agencies have adequate 8 15 control procedures in place, and whether those control 16 procedures are operating effectively, to determine that 8 17 agencies are receiving or providing services of adequate 8 18 quality, public resources are being used effectively and 8 19 efficiently, and public resources are being used for 20 appropriate and meaningful activities. 21 Sec. 7. Section 28E.6, Code 2005, is amended to read as

22 follows:

28E.6 ADDITIONAL PROVISIONS.

. If the agreement does not establish a separate legal 25 entity to conduct the joint or co-operative undertaking, the 26 agreement shall also include:

27 1. a. Provision for an administrator or a joint po 28 responsible for administering the joint or co-operative Provision for an administrator or a joint board 29 undertaking. In the case of a joint board, public agencies 30 party to the agreement shall be represented.

31 2. b. The manner of acquiring, holding and disposing of 32 real and personal property used in the joint or co-operative

33 undertaking.

8 2. The entity created or the administrator or joint board specified in the agreement shall be a governmental body for 8 purposes of chapter 21 and a government body for purposes of 2 chapter 22 unless the entity created or agreement includes 3 public agencies from more than one state.

3. All proceedings of each regular, adjourned, or special 5 meeting of the entity created or the administrator or joint 6 board specified in the agreement, including the schedule of 7 bills allowed, shall be published after adjournment of the 8 meeting in a newspaper of general circulation within the

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geographic area served by the entity created or the
 9 10 administrator or joint board specified in the agreement.
 9 11 entity created or the administrator or joint board specified
       in the agreement shall furnish a copy of the proceedings to be
 9 13 published to the newspaper within one week following
 9 14 adjournment of the meeting. The publication of the schedule
   15 of bills allowed shall include a list of all salaries paid 16 services performed, showing the name of the person or firm
 9 17 performing the service and the amount paid. However, the
   18 names and gross salaries of persons regularly employed by the
 9 19 entity created or the administrator or joint board specified
9 20 in the agreement shall only be published annually. This
9 21 subsection shall not apply if the entity or the administrator
   22 or joint board specified in the agreement includes public 23 agencies from more than one state.
          Sec. 8. ELECTRONIC SUBMISSION OF CONTRACTS == REPORT.
 9 25 department of administrative services shall submit a report
 9 26 concerning steps necessary to provide for the electronic
   27 submission and retention of contracts by the department.
 9 28 department shall submit the report, with its findings and
 9 29 recommendations, to the general assembly by December 1, 2006.
9 30 The report shall identify any costs associated with
 9 31 implementing the recommendations of the report.
           Sec. 9. IMPLEMENTATION PROVISION.
1. This division of this Act applies to service contracts
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   34 entered into or renewed by an oversight agency, as those terms
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   35 are defined in section 8F.2 as created in this division of
       this Act, on or after October 1, 2006.
2. The section of this division of this Act amending Code
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section 28E.6 is applicable on or after July 1, 2006.

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DIVISION II AUDITOR OF STATE DUTIES

Sec. 10. Section 11.36, Code 2005, is amended by striking the section and inserting in lieu thereof the following: 11.36 REVIEW OF ENTITIES RECEIVING PUBLIC MONEYS.

10 9 1. The auditor of state may, at the request of a 10 10 department, review, during normal business hours upon 10 11 reasonable notice of at least twenty=four hours, the audit 10 12 working papers prepared by a certified public accountant 10 13 covering the receipt and expenditure of state or federal funds 10 14 provided by the department to any other entity to determine if 10 15 the receipt and expenditure of those funds by the entity is 10 16 consistent with the laws, rules, regulations, and contractual 10 17 agreements governing those funds. Upon completion of the 10 18 review, the auditor of state shall report whether, in the 10 19 auditor of state's judgment, the auditor of state believes the 10 20 certified public accountant's working papers adequately 10 21 demonstrate that the laws, rules, regulations, and contractual 10 22 agreements governing the funds have been substantially 10 23 complied with. If the auditor of state does not believe the 10 24 certified public accountant's working papers adequately 10 25 demonstrate that the laws, rules, regulations, and contractual 10 26 agreements have been substantially complied with or believes a 10 27 complete or partial reaudit is necessary based on the 10 28 provisions of section 11.6, subsection 4, paragraph "a", or 10 29 "b", the auditor of state shall notify the certified public 10 30 accountant and the department of the actions the auditor of 10 31 state believes are necessary to determine that the entity is 10 32 in substantial compliance with those laws, rules, regulations, 10 33 and contractual agreements. The auditor of state may assist 10 34 departments with actions to determine that the entity is in 10 35 substantial compliance. Departments shall reimburse the auditor of state for the cost of the review and any subsequent assistance provided by the auditor of state.

3 2. The auditor of state may, at the request of a 4 department, review the records covering the receipt and 11 11 11 5 expenditure of state or federal funds provided by the 6 department to any other entity which has not been audited by a 7 certified public accountant to determine if the receipt and 11 11 11 8 expenditure of those funds by the entity is consistent with 9 the laws, rules, regulations, and contractual agreements 11 10 governing those funds. Upon completion of the review, the 11 11 auditor of state shall report whether, in the auditor of 11 12 state's judgment, the auditor of state believes the entity 11 13 adequately demonstrated that the laws, rules, regulations, and 11 14 contractual agreements governing the funds have been 11 15 substantially complied with. If the auditor of state does not 11 16 believe the entity adequately demonstrated that the laws, 11 17 rules, regulations, and contractual agreements have been 11 18 substantially complied with, the auditor of state shall notify

11 19 the department of the actions the auditor of state believes

11 20 are necessary to determine that the entity is in substantial 11 21 compliance with those laws, rules, regulations, and 11 22 contractual agreements. The auditor of state may assist a 11 23 department with actions to determine that the entity is in 11 24 substantial compliance. Departments shall reimburse the 11 25 auditor of state for the cost of the review and any subsequent 11 26 assistance provided by the auditor of state.

11 27 3. When, in the auditor of state's judgment, the auditor 11 28 of state finds that sufficient information is available to 11 29 demonstrate that an entity receiving state or federal funds 11 30 from a department may not have substantially complied with the 11 31 laws, rules, regulations, and contractual agreements governing 11 32 those funds, the auditor of state shall notify the department 33 providing those funds to the entity of the auditor of state's 34 finding. The department shall cooperate with the auditor of 11 35 state to establish actions to be taken to determine whether 1 substantial compliance with those laws, rules, regulations, 2 and contractual agreements has been achieved by the entity 3 receiving the state or federal funds from the department. 4 Departments shall reimburse the auditor of state for any 5 actions taken by the auditor of state to determine whether the 6 entity has substantially complied with the laws, rules, 7 regulations, and contractual agreements governing the funds 8 provided by the department for costs expended after the date 9 the auditor of state notifies the department of an issue 12 10 involving substantial compliance pursuant to the requirements 12 11 of this subsection. 12 12

Sec. 11. NEW SECTION. 11.37 ACCESS TO CONFIDENTIAL 12 13 INFORMATION.

- 12 14 1. The auditor of state, when conducting any audit or 12 15 review required or permitted by this chapter, shall at all 12 16 times have access to all information, records, 12 17 instrumentalities, and properties used in the performance of 12 18 the audited or reviewed entities' statutory duties or contractual responsibilities. All audited or reviewed 12 20 entities shall cooperate with the auditor of state in the 12 21 performance of the audit or review and make available the information, records, instrumentalities, and properties upon 12 23 the request of the auditor of state.
- 12 24 2. If the information, records, instrumentalities, and 12 25 properties sought by the auditor of state are required by law 12 26 to be kept confidential, the auditor of state shall have 12 27 access to the information, records, instrumentalities, and 12 28 properties, but shall maintain the confidentiality of all such 12 29 information and is subject to the same penalties as the lawful 12 30 custodian of the information for dissemination of the 12 31 information. However, the auditor of state shall not have 12 32 access to the income tax returns of individuals.

DIVISION III CITIZENS' AIDE DUTIES == DISCLOSURES OF INFORMATION

Sec. 12. Section 2C.9, subsection 1, Code 2005, is amended to read as follows:

1. Investigate, on complaint or on the citizens' aide's 5 own motion, any administrative action of any agency, without 6 regard to the finality of the administrative action, except 7 that the citizens' aide shall not investigate the complaint of 8 an employee of an agency in regard to that employee's 9 employment relationship with the agency except as otherwise provided by this chapter. A communication or receipt of information made pursuant to the powers prescribed in this 13 11 13 12 chapter shall not be considered an ex parte communication as 13 13 described in the provisions of section 17A.17.

13 14 Sec. 13. <u>NEW SECTION</u>. 2C 13 15 == DISCLOSURES OF INFORMATION. 2C.11A SUBJECTS FOR INVESTIGATIONS

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13 16 The office of citizens' aide shall investigate a complaint 13 17 filed by an employee who is not a merit system employee or an 13 18 employee covered by a collective bargaining agreement and who 13 19 alleges that adverse employment action has been taken against 13 20 the employee in violation of section 70A.28, subsection 2. complaint filed pursuant to this section shall be made within 13 22 thirty calendar days following the effective date of the 13 23 adverse employment action. The citizens' aide shall 13 24 investigate the matter and shall issue findings relative to

13 25 the complaint in an expeditious manner. 13 26 Sec. 14. Section 70A.28, subsection 2, Code 2005, is

13 27 amended to read as follows: 2. A person shall not discharge an employee from or take 13 28 13 29 or fail to take action regarding an employee's appointment or 13 30 proposed appointment to, promotion or proposed promotion to,

13 31 or any advantage in, a position in a state employment system 13 32 administered by, or subject to approval of, a state agency as 13 33 a reprisal for a failure by that employee to inform the person 13 34 that the employee made a disclosure of information permitted 13 35 by this section, or for a disclosure of any information by 14 1 that employee to a member or employee of the general assembly, a disclosure of information to the office of citizens aide, or a disclosure of information to any other public official or 14 14 14 4 law enforcement agency if the employee reasonably believes the 14 5 information evidences a violation of law or rule, mismanagement, a gross abuse of funds, an abuse of authority, or a substantial and specific danger to public health or 14 14 14 8 safety. However, an employee may be required to inform the person that the employee made a disclosure of information permitted by this section if the employee represented that the 14 14 10 14 11 disclosure was the official position of the employee's 14 12 immediate supervisor or employer. 14 13 Sec. 15. Section 70A.28, Code 2005, is amended by adding 14 14

the following new subsection: NEW SUBSECTION. 5A. Subsection 2 may also be enforced by 14 16 an employee through an administrative action pursuant to the 14 17 requirements of this subsection if the employee is not a merit 14 18 system employee or an employee covered by a collective 14 19 bargaining agreement. An employee eligible to pursue an 14 20 administrative action pursuant to this subsection who is 14 21 discharged, suspended, demoted, or otherwise reduced in pay 14 22 and who believes the adverse employment action was taken as a 14 23 result of the employee's disclosure of information that was 14 24 authorized pursuant to subsection 2, may file an appeal of the 14 25 adverse employment action with the public employment relations 14 26 board within thirty calendar days following the later of the 14 27 effective date of the action or the date a finding is issued 14 28 to the employee by the office of the citizens' aide pursuant 14 29 to section 2C.11A. The findings issued by the citizens' aide 14 30 may be introduced as evidence before the public employment 14 31 relations board. The employee has the right to a hearing 14 32 closed to the public, but may request a public hearing. 14 33 hearing shall otherwise be conducted in accordance with the 14 34 rules of the public employment relations board and the Iowa 14 35 administrative procedure Act, chapter 17A. If the public employment relations board finds that the action taken by the person appointing the employee was in violation of subsection 3 2, the employee may be reinstated without loss of pay or 4 benefits for the elapsed period, or the public employment 5 relations board may provide other appropriate remedies. 6 Decisions by the public employment relations board constitute

DIVISION IV

LEGISLATIVE OVERSIGHT

15 10 Sec. 16. Section 2.45, subsection 5, Code 2005, is amended

15 11 by adding the following new paragraph:

final agency action.

15 12 <u>NEW PARAGRAPH</u>. c. The committee shall implement a 15 13 systematic process of reviewing the reports required to be 15 14 filed with the legislative services agency pursuant to section 15 15 8F.4. 15 16 SF 2410

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